

Message Text

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PAGE 01 KHARTO 00098 111213Z

ACTION AF-08

INFO OCT-01 NEA-10 IO-13 ISO-00 ARA-06 EA-07 EUR-12

CIAE-00 DODE-00 PM-04 H-01 INR-07 L-03 NSAE-00 NSC-05

PA-01 PRS-01 SP-02 SS-15 USIA-06 COME-00 EB-07 LAB-04

SIL-01 /114 W

-----111226Z 003857 /16

R 111050Z JAN 77

FM AMEMBASSY KHARTOUM

TO SECSTATE WASHDC 3364

INFO AMEMBASSY ABIDJAN

AMEMBASSY ACCRA

AMEMBASSY DAKAR

AMEMBASSY DAR ES SALAM

AMEMBASSY FREETOWN

AMEMBASSY KINSHASA

AMEMBASSY LAGOS

AMEMBASSY LUSAKA

AMEMBASSY MONROVIA

USMISSION GENEVA

USMISSION USUN NEW YORK

AMEMBASSY CAIRO

C O N F I D E N T I A L KHARTOUM 0098

E.O. 11652: GDS

TAGS: ELAB, ILO, AF

SUBJECT: SUDANESE ATTITUDE TOWARD USG WITHDRAWAL FROM ILO

SUMMARY. IN MEETINGS WITH USG/IOL REP, TOP SUDANESE OFFICIALS VIEWED WITH CONCERN POSSIBILITY USG WITHDRAWAL AND INDICATED THEIR HOPE ILO COULD IN FUTURE CONCENTRATE ON LEGITIMATE ILO CONCERNS IN ACCORDANCE ITS CHARTER. WHILE MINISTERS WITH WHOM US REP TALKED LIKELY BE SHIFTED IN MAJOR CABINET RESHUFFLE EXPECTED SHORTLY, WE BELIEVE SUDANESE DELEGATION GOVERNING BOARD WILL BE GIVEN HELPFUL INSTRUCTIONS. END SUMMARY.

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PAGE 02 KHARTO 00098 111213Z

1. USG ILO REP HOROWITZ VISITED KHARTOUM JAN 8-11.

AMBASSADOR HOSTED SMALL LUNCHEON JAN 9 ATTENDED BY MIN

PUBLIC SERVICE AND ADMINISTRATIVE REFORM ABDEL RAHMAN

ABDALLA (GOS REP TO ILO). LATTER GAVE LUNCHEON FOR HOROWITZ

FOLLOWING DAY. IN SUBSTANTIVE TALKS JAN 10 WITH ABDALLA AND

FONMIN MAKKAWI (CONVERSATION WITH HEAD LABOR FEDERATION

BEING REPORTED SEPTTEL, LARGELY TO SELECTED ARAB POSTS), HOROWITZ LAID OUT USG POSITION RE WITHDRAWAL ILO NEXT NOVEMBER. HE STRESSED OUR CONTINUING CONCERN AT LACK AUTONOMY NON-GOVERNMENTAL SEGMENTS ILO DELEGATIONS, DOUBLE STANDARD PREVAILING IN ILO VOTES, ABSENCE DUE PROCESS IN TERMS RECENT CONDEMNATORY RESOLUTIONS RE CHILE AND ISRAEL, AND GENERAL POLITICIZATION OF ORGANIZATION. SUDANESE RESPONSES ARE CONTAINED IN FOLLOWING PARAS.

2. MOST SIGNIFICANT CONVERSATION WAS WITH MIN ABDALLA WHO IS NOT ONLY GOS REP ILO BUT ALSO MEMBER SSU EXECUTIVE COMMITTEE (AS FONMIN IS NOT). ABDALLA MADE CLEAR HE SHARES USG CONCERN RE RECENT ILO TRENDS AND FAVORS MAINTENANCE UN SYSTEM, INCLUDING USG MEMBERSHIP IN ORGANS THEREOF. AS TO SUCH EMOTIONAL ISSUES FOR LDCS AS ISRAEL AND SOUTH AFRICA, ABDALLA THOUGHT THERE HAD RECENTLY BEEN SIGNS OF PROGRESS BOTH AREAS WHICH MIGHT PERMIT ILO TO CONCENTRATE ON MORE LEGITIMATE ILO CONCERNS AT FUTURE MEETINGS. HOWEVER, HE STRESSED THAT ILO STRUCTURE SHOULD BE MODIFIED ON PART TEN PERMANENT SEATS IN ORDER GIVE GREATER PARTICIPATION LDC REPS (THOUGH HE DENIED FAVORING ELIMINATION VETO). ABDALLA ALSO FELT RECENT TOP-LEVEL ILO LEADERSHIP HAS BEEN UNDYNAMIC AND HAS FAILED EARN CONFIDENCE MEMBERSHIP. IF STRONG LEADERSHIP COULD BE PROVIDED FROM THIS QUARTER, DELEGATES WOULD TAKE THIS INTO ACCOUNT IN FORMULATING THEIR POSITIONS. HE SPECIFICALLY MENTIONED IN THIS CONNECTION THAT ILO HEAD BLANCHARD HAD ERRED IN ACCEPTING VETTER FROM ARAB AMBASSADORS GENEVA WHEN PROPER COURSE WOULD HAVE BEEN FOR HIM TO TELL THEM TAKE THEIR CASE TO ARAB LABOR ORGANIZATION IN CAIRO.

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PAGE 03 KHARTO 00098 111213Z

3. ABDALLA STRESSED GOS VIEW THAT ILO FUNCTIONS SHOULD BE LIMITED TO THOSE STIPULATED. HE ASSURED HOROWITZ SUDAN WOULD FIND NO DIFFICULTY IN TRYING PERSUADEHKTS FRIENDS TO CONFORM TO THIS PRINCIPLE. REPETITIVE CONDEMNATORY RESOLUTIONS WERE, IN ANY CASE, OF LITTLE UAE. HE HOCLED TEN MAJOR ILO GOVTS COULD COOPERATE MORE CLOSELY AND INFORMALLY WITH LDC REPS OUTSIDE NORMAL ILO CHANNELS IN ORDER ASSURE GLOBAL, RATHER THAN REGIONAL, UNDERSTANDINGS. HOROWITZ AGREED INFORMAL CONSULTATIONS USEFUL BUT INDICATED WE COULD NOT AGREE ANY FORMAL MODIFIATION IN COMPOSITION GOVERNING BODY. ABDALLA REITERATED IMPORTANCE ADDITIONAL INFORMAL EXCHANGES.

4. AS TO QUESTION MODIFICATION STANDING ORDERS, WHICH HOROWITZ ALSO REVIEWED WITH ABDALLA, LATTER EXPRESSED HOPE RULING MIGHT BE ADOPTED. HOWEVER, HE NOTED ONE COULD NOT IGNORE MAJOR WORLD EVENTS. FLEXIBILITY WAS NEEDED ON PART SPECIALIZED AGENCIES IN THIS REGARD. MOREOVER, ILO WAS ONLY INTERNATIONAL ORGANIZATION ATTENDED BY NON-GOVERNMENTAL ELEMENTS

WHO, UNDERSTANDABLY, MIGHT WISH MAKE THEIR VIEWS KNOWN ON BURNING POLITICAL ISSUES. ABDALLA SAID HE FAVORED ADDITIONAL CRITERION FOR EXCLUDABILITY OF RESOLUTION WHICH WOULD PREVENT ILO FROM TAKING UP ISSUES WITH WHICH UNGA OR UNSC SEIZED.

5. IN SHORTER AND SOMEWHAT MORE GENERAL DISCUSSIONS WITH FONMIN MAKKAWI, LATTER STRUCK SAME GENERAL NOTE. HE SAID SUDAN "NORMALLY" OBSERVED PRINCIPLES AND THAT GOS DELEGATION NEXT ILO MEETING WOULD BE INSTRUCTED OBSERVE ILO PRINCIPLES. AS HE HAD WITH ABDALLA, HOROWITZ REFERRED TO AVAILABILITY INVESTIGATIVE CHANNEL TO ILO MEMBERSHIP TO EXAMINE ANY COMPLAINTS SUCH AS THOSE BROUGHT AGAINST ISRAEL. IT SEEMED UNFORTUNATE FOR CONDEMNATORY RESOLUTIONS TO BE INTRODUCED WITHOUT FOLLOWING THIS NORMAL ILO PROCEDURE. FONMIN INDICATED FULL UNDERSTANDING BUT NOTED THERE WERE MANY OTHER RESOLUTIONS IN UN SYSTEM WHICH ISRAEL WAS NOT OBSERVING AND THAT LIKELIHOOD GOI ACCEPTANCE INVESTIGATIVE TEAM WAS SLIGHT. CONFIDENTIAL

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PAGE 04 KHARTO 00098 111213Z

HOROWITZ NOTED FAILURE MEMBER STATE COMPLY DID NOT STOP ILO INVESTIGATION.

6. COMMENT. HOROWITZ DISCUSSIONS HERE MOST HELPFUL IN FOCUSING GOS ATTENTION ON ILO ISSUE. FROM COMMENTS HE RECEIVED, IT APPARENT SUDANESE WOULD DEPLORE USG WITHDRAWAL. HOW FAR GOS MAY BE WILLING GO MEET OUR REQUIREMENTS IS NOT

PRECISELY CLEAR, BUT WE ANTICIPATE SUDANESE WILL PAY MORE ATTENTION IN FUTURE TO POSSIBLE USE INVESTIGATIVE PROCEDURES AVAILABLE ILO RATHER THAN REPETITIVE CONDEMNATORY RESOLUTIONS. PENDING CABINET RESHUFFLE LIKELY MEAN THAT NEITHER ABDALLA NOR MAKKAWI WILL HOLD SAME POSITION BY TIME GOVERNING BOARD CONVENES, BUT THEIR COMMENTS MADE CLEAR SUDAN DELEGATION WILL BE APPROPRIATELY INSTRUCTED. AMBASSADOR PLANS FOLLOWING UP WITH NEW MINPUBLIC SERVICE WHO LIKELY BE APPOINTED IN COURSE NEXT THREE WEEKS. BREWER

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